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March 16, 1949

W - Mr. Nathan

The Problem

To devise the best means for providing teamwork between the State Department and the military establishment as each performs its proper role in the solution of current or long-term planning problems.

Discussion:

1. Nature of the need for better arrangements for exchange of information and advice.

There is an obvious need for a close cooperative relationship between the State Department and the Department of Defense and its component agencies. With respect to both current problems and long-term planning, the State Department requires information and advice on the military aspects of the problems involved. Similarly, the Secretary of Defense, the Joint Chiefs of Staff, and the three armed services need information and advice regarding foreign relations implications of immediate or strategic planning projects.

In major policy problems requiring a considerable amount of study, formal presentation and action by the NSC or SARAC, it is important that means be found whereby the State Department can, in early stages of such study, obtain military advice which can be taken into account before its departmental position is formulated. At the same time the military establishment should have a suitable means to explore the political implications before crystallizing its own military views.

Frequently each department is confronted with a problem which does not at the time require formal inter-departmental treatment but on which it needs information and advice from the other department. Means should be found to enable it to obtain such advice in a manner which is informal and expeditious but at the same time adequately comprehensive and indicative of the views of the Department.

2. Importance of each department making its proper functional contribution to projects.

When either the State Department or the military establishment is called upon to provide advice with respect to a problem of mutual interest, it should exercise care to confine such advice to its own field, i.e., the State Department should restrict itself to foreign relations aspects and the military establishment to the strategic or other really military aspects of

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the problem. This proper division of fields of consideration will be realized in proportion to the development of a spirit in the several departments which appreciates that the important goals are the objectives of the United States Government rather than any particular department, and the realization of governmental goals must be achieved by each of the executive departments performing its proper role. This spirit and the resulting teamwork can be developed only by leadership at all levels.

3. Basic relationship should be between Secretary of State and Secretary of Defense.

Coordination between the State Department and the military establishment will be facilitated by recognizing that the fundamental relationship should be between the Secretary of State and the Secretary of Defense, rather than the several armed services, and that all forms of the State Department's consultations with the military establishment should be with the Office of the Secretary of Defense, (including the Joint Chiefs of Staff, the Munitions Board and the Research and Development Board), or else only with such agencies within the Department of Defense, i.e., in the Army, Navy or Air Force, as the Secretary of Defense may indicate. This procedure is based on an assumption that the responsibilities of the Secretary of Defense will soon develop along the lines recommended by the Hoover Commission and indicated in legislation on the subject recently proposed by the President.

4. Informal contact in early stages is needed.

Within this pattern means should be sought and applied to promote informal and practical contact on problems of mutual interest between the appropriate offices and personnel. As has been indicated above, such contact in the early stages of development of projects will tend to reduce divergence of position at higher levels to the degree that the State Department can understand at an early stage the military implications and the military establishment can be informed promptly of the political aspects.

5. Questions and answers must be clear.

When each department seeks informal information or advice from the other it is obviously important that adequate care be given to the precision of the questions that are asked. It will sometimes prove profitable without adding unnecessary formality or delay to use informal memoranda as a support to oral discussion in the communication of both questions and replies.

6. Exchange of cables.

There appears to be a lack of standardization and uniformity in the current routine between the State Department and the military establishment for furnishing information copies of departmental communications with field agencies. A review of this procedure may perhaps contribute to the solution of the general problem.

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7. Exchange of liaison officers.

The suggestion has been advanced that a substantial contribution to this general problem might be provided by the establishment in the offices of the Secretary of State and the Secretary of Defense, respectively, of a well qualified and high level representative of the other department who might provide a desirable liaison with respect to mutual policy problems. Although there would probably be definite advantages to such an arrangement it is believed that on the whole it would not be justified because it would be very difficult for such an individual, however, competent, to be a sufficient jack-of-all-trades to provide a substitute for direct dealings between the specialists who are working on particular problems.

8. Special officer in State Department to foster coordination.

Another suggestion has been that there be established in the State Department, at least, an officer of the Department, operating directly under the Under Secretary's policy deputy, who would have the special responsibility of coordinating and supervising this Department's various cooperative activities with the military establishment and closely associated agencies such as the National Security Resources Board and the Atomic Energy Commission. Again, and for the same reason, it is believed that such an arrangement would not provide sufficient advantages. Effective cooperation and exchange of information and advice must fundamentally take place between the substantive offices and individuals concerned.

9. Re-vitalization of SARACC machinery.

There is a class of mutual problems involving the State Department and the military establishment which requires thorough and rather formal study preliminary to definite action and it appears important that suitable efficient interdepartmental machinery be employed for the handling of such problems. These problems may include:

- (a) Problems of mutual concern which are not of such a broad policy character as to require ultimately the attention of the NSC.
- (b) Problems for which studies are required as a basis for NSC action.
- (c) Problems of implementation resulting from NSC action.

It would be highly desirable that such machinery be so organized as to its various fields of activity and as to personnel that the essential opposite numbers whom it employs: in these more formal matters are the same ones who should have frequent and informal dealings with respect to the everyday more current problems. The present SARACC machinery is basically designed to fulfill the purposes described above. Solution of this general problem would

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be facilitated by a review and re-vitalization of this machinery and an encouragement by the Secretaries of State and Defense of its efficient use for the handling of appropriate types of problems. Such a review should include an examination of the existing formal subcommittees with a view to insuring that they cover the proper general subjects, that obsolete or unnecessary ones are eliminated and that the respective departmental representatives on them are whenever practicable the individuals who would normally consult with one another on an informal basis.

In connection with such a review an examination should be made also of the relationship between the SARACOC machinery and that of the NSC to insure that this relationship is clear. This should make certain that the respective spheres of operations of the two organizations are fully understood, so that overlap or conflict will not result.

10. Regular high level contact between the two departments.

It would also be desirable, if practical, to establish a means of regular high level contact between the Secretary of State and the Secretary of Defense for the purpose of providing frequent exchange of views on major political and strategic problems. Such contact might perhaps be achieved by a weekly luncheon meeting between the Under Secretary of State's policy deputy and a corresponding official in the office of the Secretary of Defense.

Recommendations:

1. The Secretary of State and the Secretary of Defense should each take official action to encourage within his Department the closest practical informal relationship between the policy formulating offices and officials of his department and those of the other department. This idea is embodied in a draft which was prepared by the Office of the Secretary of Defense of instructions which might be issued by the two Secretaries. Copies are attached.
2. The Departments of State and Defense should cooperatively review their procedures with respect to the furnishing to each other of information copies of communications with their field agencies.
3. The existing SARACOC machinery should be reviewed, brought up-to-date and re-vitalized. Special attention should be given to see that the inter-departmental subcommittees in this machinery will be kept to the minimum practical number but will cover appropriate general fields of consideration. Care should also be taken that the departmental representatives assigned to these subcommittees are to the maximum extent practicable individuals who would be in informal contact with respect to day to day problems. The Secretaries of State and Defense should adopt means to encourage the use of this machinery for problems which require thorough and formal treatment.

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4. Regular high level contact should be maintained between the two departments for the purpose of discussing major policy problems of mutual interest. Such contact might be provided for example by weekly luncheon meetings between the Under Secretary of State's policy deputy and a corresponding official in the office of the Secretary of Defense.

Attachments:

2 drafts by Office of  
Secretary of Defense.

CESaltzman:hjh

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Officers of the Department of State charged with the preparation of reports involving matters with military implication clearly of interest to the National Military Establishment will, whenever time permits, consult informally with appropriate personnel of the National Military Establishment in order to insure that the military considerations are fully understood and that due cognizance of these considerations is indicated in any proposed report.

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Agencies of the National Military Establishment charged with the preparation of reports involving matters with political implications clearly of interest to the Department of State will, whenever time permits, consult informally with appropriate personnel of that department in order to insure that political considerations are fully understood and that due cognizance of these considerations is indicated in any proposed report.

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